Appendix E
Logistics Civil Augmentation Program

US Armed Forces use of contractors to provide supplies and services during both peacetime and contingencies dates back to the Revolutionary War. Today, a program exists to pre-plan for the effective use of civilian contractors in wartime and other contingencies to augment US forces and support DOD missions. The program is known as the Logistics Civil Augmentation Program (LOGCAP). AR 700-137 outlines the program for the Army, for which the Deputy Chief of Staff for Logistics is the proponent.

The Army continually seeks to increase its combat potential within peacetime resource allocations. This requires augmentation support from external resources. To achieve the maximum augmentation potential, support from as many sources as possible is necessary. HNS is one method of support obtained through Government to Government negotiations (see Annex B to Appendix E for more discussion on HNS). LOGCAP provides another augmentation support alternative by capitalizing on the civilian sector in both CONUS and overseas locations. To meet identified logistics, engineering, and construction services requirements, the CINC/ASCC will consider the use of the following sources (normally in this order), based on availability and other factors:

- Organic Support
  - Active Component.
  - Reserve Component.
  - Other Services.
- Coalition/HNS
  - International forces.
  - Ministry of Defense (MOD).
  - Other Goverment or commercial sources (in-theater contingency contracting).
- LOGCAP
  - Pre-planned contingency contracts awarded or contingency clauses in peacetime contracts.
  - USAMC Support Contract.

During a contingency, the CINC/ASCC normally establishes an acquisition review board to determine the optimum means for satisfying CS/CSS requirements based on criticality, timeliness, quality, administration effort, and cost.

LOGCAP is a Department of the Army capstone program that includes all pre-planned logistics and engineering construction-oriented contingency contracts actually awarded and peacetime contracts that include contingency clauses. Pre-planned weapon system sustainment contracts, ASCC contingency contracts, and the USAMC Support Contract are prime examples of augmentation contracts that fall under the auspices of the LOGCAP capstone program.

The fundamental goals of LOGCAP are to:

- Plan during peacetime for the effective use of contractor support in a contingency or crisis.
- Leverage global/regional corporate resources as facility and logistic services support multipliers.

– Provide an alternative augmentation capability to meet facility and logistics services shortfalls.

– Provide a quick reaction to contingency or crisis requirements.

LOGCAP is primarily for use in areas where no multilateral or bilateral agreements or treaties exist. However, LOGCAP is applicable to areas with formal HNS agreements where contractors are involved or where peacetime support contracts exist. Nothing prohibits using LOGCAP in CONUS. However, preferable alternatives are usually available. LOGCAP does not replace force structure; it is an alternative augmentation capability. The Army intends to use LOGCAP when contractor support must be an effective, expeditious, or cost effective method to augment organic planning and CS/CSS capabilities in support of DOD missions.

The USAMC Support Contract is one of the many contingency contracts that fall under the auspices of the LOG CAP capstone program. This is an umbrella contract that focuses on prioritized peacetime contingency planning for augmenting logistics and engineering/construction services as determined by the CINCs/ASCCs. This contract calls for a commercial vendor(s) to prepare contingency management plans based on specific CINC/ASCC pre-identified requirements. It provides expeditious logistics and engineering/construction augmentation support upon deployment with reasonable assurance of success and within reasonable cost. The contract includes the capability to adjust and respond to changing requirements. It also serves to reduce potential contingency problems identified in peacetime planning such as language, customs, geographic conditions, and infrastructure constraints. Finally, it provides an alternative contract augmentation capability to meet facility and logistics services shortfalls and provides a quick reaction to contingency or crisis requirements.

The support contract focuses on base/logistics camp construction, base/logistics camp operations, and field services. However, it also includes traditional logistics functions such as weapon system maintenance, materiel management, transportation, and port operations. It further complements/supplements existing weapon system sustainment and ASCC contingency contracts. This gives the CINCs/ASCCs a comprehensive CS/CSS augmentation capability to source sustainment requirements.

The USAMC Support Contract calls for the contractor to provide a generic capability plan for initiating specified logistics, construction, and engineering support. Contractors must support up to 20,000 troops arriving through APODs/SPODs in five base camps (one rear, four forward) for up to 180 days. Fifteen days after notification, the contractor must receive and provide support for up to 1,300 troops a day. The contract provides an initial augmentation capability in support of deployed forces during any worldwide contingency for up to 180 days. Although the support contract should not function as the contracting vehicle for long-term sustainment, the contractor must also prepare to extend operations beyond 180 days for up to 50,000 troops.

The USAMC Support Contract calls for other contingency planning deliverables. These deliverables may include developing or revising worldwide, regional, or country specific plans; preparing special reports and/or studies as requested by the CINCs/ASCCs in support of a specific OPLAN; or supporting any military or non-military plan. The program manager (PM) (USAMC DCSLOG/OPS) will prioritize contractor workload. These deliverables will include details on how the contractor will execute the identified augmentation requirements in support of the specific OPLAN. This includes, but is not limited to, resources required, possible acquisition sources (both internal and external theater acquisition sources),

estimated cost/cost controls, timelines, and quality control.

The USAMC DCSLOG/OPS is the proponent for the USAMC Support Contract and directs both the planning and execution functions through the Foundation LSE. The LSE functions in the LOGCAP are to:

- Advise the CINC/ASCCTSC and appropriate staff on alternate means to satisfy CS/CSS requirements.

- Promulgate and proliferate knowledge and information regarding LOGCAP capabilities and specifically to include the USAMC Support Contract as the umbrella contract under the LOGCAP capstone program.

- Provide a single focal point in theater responsible for the central oversight management of the USAMC Support Contract.

- Deploy and provide the core structure for centralized USAMC Support Contract execution oversight.

As the in-theater focal point for LOGCAP, the LSE commander supervises the planning and execution of LOGCAP and the USAMC Support Contract for a contingency. Unless otherwise specified, when the term LOGCAP is subsequently used in this FM, it refers to the USAMC Support Contract.

PLANNING

CINCs/ASCCs must review OPLANs and program requirements and determine which requirements and CS/CSS functions (services) can be accomplished by contract. They must then rank contract requirements and develop an advanced acquisition plan to incorporate contractor augmentation support into OPLANs. All aspects of contractor involvement provided under LOG CAP must be reflected in OPLANs. Contractor involvement must be in sufficient detail to permit rapid integration of contractor support when required. These OPLANs should address topics such as locations, support requirements, contractor mobilization periods, liaison requirements, etc.

In concert with the in-theater USAMC LSE planners, the CINC/ASCC/TSC logistics/operations planners (J4/DCSLOG) will identify potential requirements for LOGCAP augmentation in support of their existing OPLANs. These planners will seek the advice and assistance of the Deputy Chief of Staff, Engineer (DCSENG) planners concerning construction/engineering services. In addition, these planners will include the contractor in the joint planning process and ensure that all parties fully understand contractor roles and responsibilities. The planners will incorporate the identified requirements into each existing OPLAN requiring LOGCAP augmentation support. In identifying the requirements, planners must specify in as much detail as possible particulars such as standards, timelines, and affordability.

The PM (USAMC DCSLOG/OPS) will facilitate the planning for LOGCAP through the USAMC staff and LSE planners. The PM will prioritize the CINC/ASCC requirements for both developed and revised contractor plans (deliverables) based on the available annual funding provided in the MDEP. The PM will help develop and revise these plans by coordinating contractor efforts through the applicable LSE for the requesting CINC/ASCC.

USAMC assigns a minimum of four logistics planners to each of the Foundation LSEs. These planners are responsible for:

- Developing USAMC contingency support" plans for all supported CINC/ASCC OPLANs.

- Advising the CINC/ASCC/TSC planners on LOGCAP, specifically concerning USAMC Support Contract capabilities.

- Incorporating USAMC LOGCAP capabilities into OPLANs.

- Coordinating the exercising of contractor developed plans in FTXs and CPXs.

For construction and engineering service expertise regarding LOGCAP, they will coordinate with and rely on the applicable theater US Army Corps of Engineers (USACE) element planners. The planners will ask for technical advice and assistance from the theater Defense Contracting Management District-International (DCMD-I) on contract administration services (CAS). This will include expertise in such planning areas as contract administration, quality control and assurance, and property accountability.

The USAMC LSE planners will coordinate with the CINC/ASCC LOGCAP proponent to include required contractor personnel into all approved OPLAN TPFDDs and SOFAS. The planners will notify applicable embassy staffs on the potential use of LOG CAP augmentation.

EXECUTION

When an event requires LOGCAP support, the CINC/ASCC will formally identify LOGCAP requirements via a SOW as a contract line item number (CLIN) to the existing USAMC Support Contract. The contractor will provide a rough order of magnitude (ROM) cost estimate to perform the requirements in the SOW. USAMC then executes in-theater program and contract management through the applicable LSE commander and his staff. The LSE commander functions as the central focal point to the customer for LOGCAP planning and execution in-theater. He also provides current status of LOGCAP initiatives and actions to the CINC/ASCC/TSC. The LSE is normally assigned or attached to the TSC.

The LSE commander's mission of enhancing readiness through projecting logistics power complements his role as the central focal point to the customer for LOGCAP. This allows him to advise and assist the CINC/ASCC on other alternative logistics augmentation capabilities vice solely LOGCAP.

The LSE commander will sit as a voting member on the in-theater Acquisition Review Board and advise the board on alternative methods for satisfying high-dollar logistics/construction requirements. The J4/G4/DCSLOG chairs the board. Other members may include representatives from the TSC, US Liaison Office to MOD, HNS, USACE, RM, Contracting Activity, other Services/agencies, and DLA. The board prioritizes requirements and allocates workload to Active/Reserve units, MOD/HNS, LOGCAP, or other commercial sources based on criticality, timeliness, quality, administrative effort, and cost.

The LSE commander will develop a direct working relationship with the in-theater USACE element commander and rely on him and his staff's expertise on construction/engineering services regarding LOGCAP.

The LSE commander provides coordinating authority over an oversight team called Team LOGCAP. This team consists of LSE planners. These planners coordinate with the in-theater USACE element planners for engineering/construction services, advice, and assistance; with the DCMD-I element planner for CAS; with the contract ACO(s); and with contract teams at the base camps. These contact teams consist of USAMC logistics experts, USACE engineer experts, and DCMD-I contract administration/quality experts who function as the conduit between the customers and the contractor to ensure proper articulation of and compliance with the requirements. Both the ACOs and these contact teams are predesignated augmenters who deploy to the LSE as part of Team LOGCAP during a LOGCAP execution.

Team LOGCAP's mission is to provide a central management structure and conduit of information for ensuring the smooth execution of LOGCAP requirements. It is a selectively manned, equipped, and trained team. It prepares to deploy worldwide in support of any contingency requiring LOGCAP capabilities. The team can:

- Advise the requiring activity on LOGCAP capabilities.
- Integrate LOGCAP augmentation capabilities into the deployed force structure to meet METT-T requirements.
- Assist the customer in articulating approved logistics/construction requirements to the contractor.
- Ensure compliance and facilitate the teaming of the customer and contractor to accomplish the mission.

Normally, for a single contingency, the team will consist of 30 personnel. This includes the LSE commander, his four logistics planners, four in-theater USACE planners, four in-theater DCMD-I planners, two ACOs, five USAMC logistics experts, five USACE engineer experts, and five DCMD-I quality experts.

The LSE commander and his four logistics planners will come from the Foundation LSE, which habitually supports the CINC/ASCC. These five individuals are the core of Team LOGCAP. They are key for planning and executing LOGCAP during a contingency event. The four in-theater USACE element planners deploy as part of the forward USACE element. They continue to provide engineering expertise during deployment IAW with the USACE mission concerning DOD construction agent responsibilities.

The four in-theater DCMD-I element planners, who provide the LSE commander with peacetime support, deploy as part of the CAS team. They continue to provide this same service during deployment.

The KO will designate the ACOs. The ACOs will come from either USAMC, USACE, CINC/ASCC/TSC, or DCMD-I personnel. The individuals appointed are identified by name, trained on LOG CAP services, POM'd, and prepared for deployment. The KO issues each ACO an authorization document clearly articulating his responsibilities, authorizations, and limitations. Certain scenarios may call for only one ACO.

The five USAMC logistics experts function as team leaders for the contract team at each base camp (one per base camp). If more than five base camps are established, USAMC may assign more than one base camp to a given expert on a regional/geographic basis. These individuals will:

- Function as the LSE commander's central coordination focal point at the assigned base camp for LOG CAP execution during an event.
- Advise the base camp commander, mayor, or appointed staff element on LOGCAP capabilities and coordinate all LOGCAP requirements.
- Identifying alternatives other than LOGCAP to meet pending requirements.
- Facilitate the teaming of the customer and contractor to ensure compliance with articulated requirements and accomplishment of the mission.
- Perform quality assurance on LOGCAP contractor performed logistics services, in-conjunction with the senior logistics command located at the base camp.
- Perform COR duties if so delegated by the KO.

The five USACE engineer experts will co-locate with the USAMC logistics expert (one per base camp) at an assigned base camp as part of the Team LOGCAP contact team. If more than five base camps, the USAMC LSE commander, in full coordination with the USACE forward element commander, may assign more than one base camp to a given expert on a regional/geographic basis. These individuals will:

- Advise the base camp commander, mayor, or appointed staff element on construction/engineering LOGCAP capabilities and coordinate' technical construction/engineering LOGCAP requirements.

- Perform quality assurance on LOGCAP contractor performed construction and engineering services, in-conjunction with the senior Engineering command located at the base camp.

- Facilitate the teaming of the customer and contractor to ensure compliance with construction/engineering requirements and accomplishment of the mission.

- Function as the field "eyes and ears" of the USACE forward element commander in performing their DOD construction agent responsibilities.

The five DCMD-I contract quality experts will co-locate with the USAMC logistics and USACE engineer experts (one each per base camp) at an assigned base camp as part of the Team LOGCAP Contact Team. If more than five base camps, the USAMC LSE commander may assign more than one base camp to a given expert on a regional/geographic basis. These individuals:

- Provide contract administration, and quality control/assurance services to ensure that requirements identified and performed are in compliance with the terms of the contract.

- Advise the USAMC logistics expert, ACO, and customer of aberrations or non-compliance; and make recommendations for resolving problems.

One of these individuals is a property expert, who will:

- Ensure the contractor is complying with the required property control plan as identified in the SOW.

- Advise the requiring activity and the USAMC LSE commander on problems and recommendations for resolution.

- Assist the PM and his property expert by advising the requiring activity and USAMC LSE commander on accountability and disposition procedures.

- Assist the ACO and LSE commander in tracking government furnished equipment (GFE)/government furnished materiel (GFM) and contractor purchased equipment and materiel.

The CINC/ASCC/TSC and staff are responsible for:

- Providing security for Team LOGCAP and LOGCAP contractors.

- Assisting in resolving diplomatic/political problems such as entry visas, tax assessments, SOFA agreements, etc.

- Including Team LOGCAP and contractors in all applicable TPFDDs.

- Funding LOGCAP contract execution during an event.

- Assigning a central LOGCAP POC at each contract site.

- Establishing an Acquisition Review Board.

- Participating in the Award Fee Board/Contract Performance Evaluation Board.

- Educating and advising senior leadership on capabilities and statuses of LOGCAP contractor efforts.

The contractor(s) will deploy and provide immediate coordination for follow-on support during an approved LOGCAP contract event. He will provide a ROM cost estimate to perform the requirements in the SOW. If requirements in the SOW stay relatively close to the previously identified plan, the ROM should be fairly well developed and understood. The contractor will:

- Back-brief the requesting command on its ROM and plan to execute the requirements in the SOW.

- Mobilize and provide requested approved support within contractual timelines.

- Develop and maintain a property control plan that will ultimately transition to the requiring activity all GFE/GFM and purchased equipment/materiel.

Provide the proper level of leadership at all levels to give appropriate guidance, information status, and attention to executing the requirements identified and resolving potential problems.

SUMMARY

LOGCAP is an Army program that includes all pre-planned logistics and engineering construction-oriented contingency contracts actually awarded and peacetime contracts that include contingency clauses. LOGCAP is a tool that provides field commanders an alternative augmentation source for filling CS/CSS shortfalls by using contractor expertise and resources when other sources are unavailable. The USAMC Support Contract is one of the many contingency contracts that fall under the auspices of the LOG CAP capstone program. It is an umbrella contract that focuses on prioritizing peacetime contingency planning for augmentating logistics and engineering/construction services as pre-determined by a CINC/ASCC. It calls for a commercial vendor to prepare contingency management plans. These plans support specific CINC/ASCC pre-identified requirements. They provide expeditious logistics and engineering/construction augmentation support upon deployment with reasonable assurance of success and within reasonable cost. The LSE heads up Team LOGCAP. The LSE provides a single focal point in-theater for centrally managing LOGCAP during planning and execution. Other members of Team LOGCAP include representatives from DCMD-I and USACE. The LSE also advises the CINC/ASCC/TSC on alternate means to satisfy CS/CSS requirements and promulgates and proliferates knowledge and information regarding LOGCAP capabilities.

Annex A to Appendix E
Principles of Contingency Contracting

Forward Impetus - The impetus of contingency contracting support is from the rear forward. This frees forward commanders from most details of contracting without impairing contract support.

Mobility - Contracting goods and services as far forward as possible helps keep forces strategically, operationally, and tactically mobile. The more forward contracted goods and services are delivered, the more operational reach a customer is afforded.

Economy - Forces should obtain the highest quality goods and services at the least expensive means, consistent with mission exigency. They should pursue economics of scale in concert with all US forces, other governmental agencies, nongovernmental agencies, host nations, and allies; and strictly account for government resources as best as the mission environment allows.

Feasibility - Contracting plans are subject to the capabilities of the economies in which the goods and services will be contracted. Understanding requirements in the planning stages will determine forward-looking commercial sourcing and foreign industrial base analysis.

Flexibility - Contingency contracting organization, training, policies, and procedures must address support to the full spectrum of military operations, planned or executed.

Continuity - Improving contingency contracting organization, training, policies, and procedures should be a continuous process in peacetime and when preparing for war. Continuity in contingency contracting support includes a seamless system from requirements inception, through pre-award, award, and post-award management, to contract close-out. Continuity of experience in contingency contracting provides the basis for the continuation or modification of an old policy or for the introduction of a new one. Continuity also applies in transferring contracted support over to a multinational or United Nations command.

Timeliness - Contracting must be conducted with deliberate speed, but avoid the hastiness that contributes to confusion, inter-agency/inter-Service competition, and violation of public law, rules, regulations, and policy. On the other hand, the untimeliness of contingency-contracted goods and services should never contribute to the delay of military operations and mission accomplishment.

Responsibility - Every contingency contracting and contracted activity must be the clear responsibility of someone, and each person must be responsible to someone for performance. In the absence of instructions to the contrary, local commanders assume responsibility for all contract actions within their respective areas.

Unity of Command - Contingency contracting is a function of command and as such, control of its use should be under a single authority, identical to the command authority.

Information - Accurate, up-to-date information is vital to effective contingency contracting support. Visibility of in-process contracted goods and services is as important as having them physically present.

Quality - Quality assurance at every step in the contracting process is essential. While improvement should be a constant quest, change for the sake of change, with no significant improvement in quality, is a serious drain on the customer, the contracting agency, and the contractor. After action

reviews and lessons learned are essential ingredients to the quality process.

Simplicity - In contingency contracting, the simplest instrument is most likely to be of greatest utility in application. Training, organizing, and equipping those who must provide contingency contracting services must be as simple as possible. Administering contingency contracts must facilitate understanding and overall effectiveness.

Security - Security for contracted support of military operations should receive equal consideration as for military combat service support forces.

Annex B to Appendix E
Host Nation Support

The use of HNS enhances the capability of US Forces to maintain successful combat operations on any battlefield. In many areas of the world, HNS is a requirement since at echelon above the corps the rear area is friendly HN sovereign territory that the US supports. However, in Third World nations, HNS may not be a viable alternative for support.

HNS includes civilian and military support services furnished by the HN to forces stationed on HN territory in times of peace, conflict, and war. HNS helps satisfy US manpower, equipment, facility, and supply requirements. It is the preferred method of meeting unsatisfied military requirements. In times of crisis, using HNS helps reduce the time required for deployment and fielding of US reinforcing units.

The two categories of HNS are explained below.

- Direct HNS consists of HN military or paramilitary units organized similarly to US type units. This HNS relates to comparable US organizations and capabilities.

- Indirect wartime HNS refers to support that is anticipated based on agreements with the host country.

HN personnel and organizations can perform many functions as well as, or better than, US personnel or units because of their familiarly with the language, local customs, terrain, transportation and communications networks, facilities, and equipment. HNS requirements and capabilities vary based on the wartime requirements of the HN itself. Only by the availability of resources and the ability of the US and HN to reach agreements concerning their use limit the scope of HNS.

Implementation of HNS plans will be based on capabilities, reciprocal arrangements, national policy, and international law pursuant to DOD Directive 5100.69 and AR 570-9. The use of local resources, consistent with international law and US policies with respect to local economic conditions, may be essential to support US military, economic, and political objectives. To reduce the chance of civilian resistance or hostility, military forces should be properly alerted to the importance of avoiding illegal destruction of property and the exploitation of the civilian population. Prescribed acquisition procedures will be followed at all times.